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IDENTIFIERS	Aleuts

ABSTRACT

A source document on American Indians and Alaska Natives in urban areas, produced by the National Urban Indian Council, provides historical background on relocation to cities, comments on the trust relationship for off-reservation American Indians, discusses urban Indian organizations, and gives statistical information on American Indian populations. A section giving historical perspective on the United States westward expansion comments on treaties with the tribes and the federal government's removal, reservation, and allotment policies. The effects of federal relocation programs on Indian people are noted, particularly the termination of government trust responsibility for Indians after they move from their reservations to cities. The development of urban Indian service centers by American Indians and Alaska Natives is described. Tables show American Indian populations in 1970 and 1980, divided by states and separated into rural and urban populations where possible. Urban Indian grantees of federal funds in 1981, including Indian education grantees under Title IV, are enumerated. A glossary of terms and of agencies relevant to urban Indians is given. Off-reservation American Indian and Alaska Native populations in 85 selected major urban areas in 1980 are listed. A map shows the American Indian, Eskimo, and Aleut population of individual states in 1980. (MH)

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SOURCE DOCUMENT OF URBAN AMERICAN INDIANS AND ALASKA NATIVES

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OVERVIEW

Over one-half of the total American Indian and Alaska Native population resides in off-reservation rural and urban areas of the United States. The urbanization of the American Indian and Alaska Native is the end result of prolonged efforts by the federal government to assimilate the American Indian and Alaska Native into the mainstream of American life. The policy of assimilation has historically been a prevailing philosophy since early contact between native and European cultures, and has subsequently determined the unique urbanization process of the indigenous peoples of the North American continent.

HISTORICAL PERSPECTIVE

During the 1600's tribes on the eastern coast of North America were the first to experience the impact of European colonialism. From the beginning, differences in attitudes, patterns of life, conception of land ownership and material culture (which included the gun for the European), were never resolved. Many tribes were totally decimated through war and disease and millions of acres of Indian territory was lost to the colonists.

By the middle of the 1700's, the United States coalesced into an independent small nation. However, it was fearful of external threats, which included Indian tribes. Aware that tribes had the ability to make war, for its security, the government recognized Indian tribes as sovereign independent nations and, for their mutual benefit, sought agreements concerning war, land and trade through "treaties". In 1789 the Administration of Indian Affairs was established within the War Department, under the auspices of the Secretary of War, who provided armed militia to assist Indian commissioners in negotiating Indian treaties. Several provisions were usually included in treaties, such as: hostilities would cease; Indian tribes would give or cede part of its lands to the U.S. government in return for a guaranteed right to keep a specified amount of land forever. Some treaties guaranteed perpetual payments to the tribe for ceded lands, while others

promised food or supplies to the Indians. But the treaty system was not totally satisfactory to tribes or the government. Sometimes land was taken whether Indians signed treaties or not. In other cases negotiations were entered into with Indians who had no authority to act on behalf of the tribe. On occasion, Congress made new laws which eliminated an Indian treaty, or special provisions of it, without informing the tribe of the changes. Many tribes lost their lands by signing treaties they did not always understand. These kinds of practices proved fateful for many tribes in the north-eastern portion of the United States who eventually lost their lands, forcing Indians to move in or near villages and towns that eventually became large metropolitan cities. Some of the tribes that managed to maintain their depleted land base, were later placed under the jurisdiction of the states in which they were located.

IMPACT OF THE WESTERN MOVEMENT

Tribes located in other areas of the east experienced the impact of federal policies, the westward movement and the reservation system.

Under the Presidency of Andrew Jackson, Congress passed the Indian Removal Act of 1830, which provided for the systematic and sometimes forced removal of Indians from southeastern states to the wilderness west of the Mississippi, an area defined as Indian country. The United States government exchanged choice eastern tribal lands, for the western wilderness. The policy behind the removal act was not only the land greed of the settlers, but the belief that if Indians were removed from contact with the advancing settlements, the slow process of education and assimilation would occur. Tribes who did resettle were guaranteed the right to keep their new lands forever by treaties. However, the ensuing years would see many tribes lose their lands in the west through governmental action.

The Administration of Indian Affairs under the Department of War was transferred from the War Department to the then new Department of Interior in 1849. As a result the responsibility for Indian affairs passed from military to civil control, whose

work was to "civilize" the Indian.

The period following the "Removal Act" proved fateful for the plains Indians. As land for the railroad, homesteaders and gold prospectors increased, so too did tensions in the plains states between Indians and settlers. These tensions culminated in wars between the two groups that lasted twenty years. In the end, Indian people were outnumbered and defeated. Once this was accomplished, Indians were placed on reservations and became totally dependent upon the federal government for their livelihood.

The United States continued to grow and expand as the population increased, and by 1887 a new method of acquiring Indian land was initiated via the Allotment Act. The reservation system had not "civilized" the Indians, and the federal government felt that the communal utilization of tribal land was a hindrance to their efforts. Under the Allotment Act (Dawes Act), individual Indians were allocated land through the allotment process. By dealing with individual Indians and by-passing tribal leadership, the government believed that individual ownership would hasten the assimilation process. In addition, all surplus land belonging to Indian tribes was opened for public sale. After 45 years of experimentation with the allotment process, 90 million acres of Indian land was transferred to white ownership.

The allotment system remained in effect until 1934 when Congress enacted the Indian Reorganization Act. The result of this legislation ended the allotment policy, prohibited unrestricted sales of Indian lands, provided for the acquisition of additional lands by tribes and individuals, provided for constitutional tribal self-government, and Indian credit programs from the federal government.

RELOCATION/TERMINATION

American Indians who had experienced a history of off-again-on-again federal policies suffered severe hardships during the great depression of the 1930's. Social and economic conditions which devastated much of the country at this time had multiple effects upon already depressed Indian

reservations and people. Work relief programs for American Indians in such areas as conservation, road work, and the building trades were initiated by the government on and near reservations. During World War II, thousands of Indians left the reservations to work in defense plants or joined the armed forces where many learned trades. After the war, when Indians returned to their reservations, they found dire economic conditions, neglected reservation development, and little hope of finding employment for the skills they had acquired. As a result, some Indians moved back to urban areas to find employment. Meanwhile, the federal policy of assimilation manifested itself in a different way. As described in the findings of the American Indian Policy Review Commission's final report of 1977, "a theory that reservations were overpopulated gained acceptance. By 1954, a congressional report entitled *Survey Report on the BIA,* generalized that most of the reservations were overpopulated and unable to support the population at an adequate standard of living. Thus the government initiated relocation programs to thin out the population."

Under the guise of a job placement service program specifically for Navajo Indians, the BIA chose Denver, Salt Lake City, and Los Angeles as its first urban locations to relocate Indians from the reservation. By the 1950's the relocation programs were extended to other Indians who sought employment away from reservations. Transportation funds were provided, but relocation services were limited. The concept behind relocation was the belief that if Indian people could be relocated from reservations to urban areas, increased assimilation and decreased governmental responsibility could be facilitated. Additionally, improved economic conditions and a more secure way of life were other considerations.

During the same period of time, another policy was initiated to compliment and augment relocation: termination. The United States Congress enacted legislation which would terminate reservations and treaties in an effort to unilaterally abrogate the special status that Indian tribes had with the federal government. As with relocation and other previous

policies, it was believed that American Indian people would assimilate into the mainstream of society and thus the federal government would divest itself of its responsibilities. Although several Indian tribes and small groups were terminated, the reaction of tribes to out-right termination was so vehement, and the process and effects of termination were so disastrous, that the policy was abandoned. The period of the 1950's through the 1960's weakened Indian faith in the government of the United States, and spread Indian suspicions and resentment of the federal system.

TRUST RESPONSIBILITY TO OFF-RESERVATION INDIANS

In addition to forced migration, the off-reservation Indian population increased as Indians migrated from their reservations to cities without government assistance, in an effort to seek better employment opportunities. This population faced the same difficult situations as those who were relocated. The irony of such a move was that employment opportunities were not readily accessable for the unskilled. Further, the competition for jobs with other large minority groups was a new phenomenon. The Indian also faced discrimination in the attempts to seek acceptance in the job market. Since many Indians were not culturally prepared for the complexity of urban living, there was confusion as to where to turn for necessary services.

Heretofore, indians living on reservations were under the trust responsibility of the federal government. Although the status of an Indian person is not dictated by location, once Indians moved from their reservations to cities they lacked the organized government support and services for their needs. In effect, the United States government terminated its trust responsibility when American Indians were moved from their reservations.

As described in the findings of the American Indian Policy Review Commission's final report of 1977, "historically the trust relationship between the United States and American Indians was set forth in Cherokee Nation vs. Georgia, 30 U.S.

(5 Pet.) 1 (1831). The opinion was written by Chief Justice John Marshall, and is one of the most significant opinions in Indian law. Using international law, colonial and United States treaties, Federal statutes, and the Constitution, Marshall found that Indian tribes were dominated domestic dependent nations . . . and the relationship of tribes to the United States . . . resembles that of a ward to his guardian. This trust relationship has been emphasized in other cases by the United States Supreme Court which described the relationship between Congress and Indians as "solemn", "unique" or "special", and "moral". In addition:

> "While the federal trust responsibility extends from the Federal government directly to the tribe, the tribe as an entity does not exist without its people. Individual Indians, whether living on or off the reservation generally identify themselves in the context of their tribal affiliation. However, the majority of Indians in this country continue to be tribal members regardless of where they live or whether their tribe is recognized by the Federal government. There is no sound legal or political reason, no constitutional provision, no general act of . . . Congress that states the Governments' special responsibility stops at the reservation."

Indian people qualify for programs in three different ways; as tribal citizens, State citizens, and Federal citizens. While this situation seems ideal, the results can be quite negative. For Example, if an Indian moves from the reservation to an urban area and applies for State benefits, he may be refused by the State because of the federal status of the individual, or because the state "feels" that the person is to be served by the BIA. Since the Federal government, by administrative policies, ceases its trust responsibility when an Indian leaves the reservation, and tribal governments ceases its responsibility, he may not receive any benefits at all.

URBAN INDIAN ORGANIZATIONS

The aforementioned situations promoted the development of urban service centers by American Indians and Alaska Natives in an effort to address the needs of their people, advocate for legislative support, and secure services to combat the transferral of reservation problems such as poor health, poverty, limited employment opportunities and inadequate education and training. Backed by well-educated, professional Indians, they were able to encourage the then Office of Economic Opportunity to fund four model urban Indian service centers in Los Angeles, Fairbanks, Gallup, and Minneapolis, in an effort to service American Indian and Alaska Native needs. Funding for this experimental endeavor also came from the Department of Labor (DOL), the Department of Housing and Urban Development (HUD), and the Department of Health, Education and Welfare (HEW).

Since that time, urban Indian centers have been established thoughout the United States in nearly every major city. Despite traditional tribal differences, off-reservation American Indians and Alaska Natives have maintained close ties with each other. This is due in large part to complex interdependent and interacting factors. They have been able to integrate reservation patterns of behavior into a contemporary context, such as shared attitudes, comradeship, and the ability for survival.

Urban centers have become a necessity for Indian people. However, not all urban centers are highly integrated consolidated agencies. While some centers do have multiple services, it is not unusual to find a number of urban Indian centers in one city, each offering a special sphere of services, (i.e.) health, employment and training, education, etc. Many have received funding from various federal agencies such as the Administration for Native Americans (HHS); Indian Education Programs (DOE); Indian Health Services (IHS); and Office of Indian and Native American Programs (DOL).

As federal policies of fiscal restraint are implemented, many more American Indian and Alaska Native people will be forced off the reservation to seek improved socio-economic condi-

tions. This will cause an additional financial burden on urban centers, whose funding levels have been sharply reduced.

Until recently, off-reservation Indians and Alaska Natives have had no unified voice to advocate on their behalf. However, in 1976 the National Urban Indian Council was established to fill this vacuum. It is the only National Community Based Organization representing that half of the American Indian and Alaska Native people residing off the reservation. The National Urban Indian Council provides off-reservation Indian centers and the people they serve, information, training, technical assistance and advocacy. The primary goal of the organization is to promote the social and economic self-sufficiency of off-reservation American Indians and Alaska Natives.

Today there are over 200 off-reservation American Indian and Alaska Native organizations operating diverse services, such as employment and training, health, education, alcoholism and child welfare programs. These centers are vital to the continued survival of American Indians and Alaska Natives residing off the reservation, and offer a bright spot of hope in a bleak picture of federal neglect and socio-economic need. They have not melted into the great "melting pot" nor assimilated into the dominant society, rather, they have remained strong in their struggle for Indian self-determination as American Indians and Alaska Natives.

Table 1. American Indian Population by Urban and Rural: 1970, 1980.

STATE	1980 Population	1970 Population	Urban Population	Rural Population
United States	1,418,195	825,268	*	*
Alabama	7,561	2,443	*	*
Alaska	64,047	50,814	8,901	55,146
Arizona	152,857	95,812	37,827	115,030
Arkansas	9,411	2,014	*	*
California	201,311	91,018	166,424	34,887
Colorado	18,059	8,836	*	*
Connecticut	4,533	2,222	*	*
Delaware	1,330	656	*	*
District of Columbia	1,031	956	*	*
Florida	19,316	6,677	*	*
Georgia	7,619	2,347	*	*
Hawaii	2,778	1,126	*	*
Illinois	16,271	11,413	*	*
Indiana	7,835	3,887	*	*
Iowa	5,453	2,992	*	*
Kansas	15,371	8,672	*	*
Kentucky	3,610	1,531	*	*
Louisiana	12,064	5,294	*	*
Maine	4,087	2,195	*	*
Maryland	8,021	4,239	*	*
Massachusetts	7,743	4,475	*	*
Michigan	40,038	16,854	26,244	13,794
Minnesota	35,026	23,128	19,677	15,349
Mississippi	6,180	4,113	*	*
Missouri	12,319	5,405	*	*

**Population breakdown for urban and rural categories is not available for states with less than 25,000 Indians.*

Table 1. (Continued) American Indian Population by Urban and Rural: 1970, 1980.

STATE	1980 Population	1970 Population	Urban Population	Rural Population
Montana	32,220	27,130	4,938	32,332
Nebraska	9,197	6,624	*	*
Nevada	13,304	7,933	*	*
New Hampshire	1,352	361	*	*
New Jersey	8,394	4,706	*	*
New Mexico	104,777	72,788	21,553	83,224
New York	38,732	28,355	30,810	7,922
North Carolina	64,635	44,406	9,550	55,085
North Dakota	20,157	14,369	*	*
Ohio	12,240	6,654	*	*
Oklahoma	169,464	98,468	76,053	93,411
Oregon	27,309	13,510	12,295	15,014
Pennsylvania	9,459	5,533	*	*
Rhode Island	2,898	1,390	*	*
South Carolina	5,758	2,241	*	*
South Dakota	45,101	32,356	5,040	40,061
Tennessee	5,103	2,276	*	*
Texas	40,074	17, 957	32,098	7,976
Utah	19,256	11,273	*	*
Vermont	984	229	*	*
Virginia	9,336	4,853	*	*
Washington	60,771	33,386	35,880	24,891
West Virginia	1,610	751	*	*
Wisconsin	29,497	18,924	14,267	15,230
Wyoming	7,125	4,980	*	*

**Population breakdown for urban and rural categories is not available for states with less than 25,000 Indians.*

URBAN INDIAN GRANTEES

NUMBER (1981)	TYPE OF GRANTEE
71	Urban Indian CETA Grantee Employment and Training under the Comprehensive Employment and Training Program
71	Urban Indian ANA Grantee Administration for Native Americans
41	Urban Indian Health Contracts Indian Health Services
34	Child Welfare Urban Grantee Bureau of Indian Affairs
10	Urban Indian Alcoholism Programs National Institute on Alcohol and Alcoholism
	Indian Education Grantees Office of Indian Education*
1078	Title IV — Part A
75	Title IV — Part B
50	Title IV — Part C

** Figure does not differentiate between urban and Tribal entities.*

GLOSSARY

ANA — **Administration for Native Americans,** Office of Human Development Services, U.S. Department of Health and Human Services. Promotes the social and economic self-sufficiency for American Indians and Alaska Natives through financial assistance in community projects, research, evaluation, technical assistance, training and matching funds.

BIA — **Bureau of Indian Affairs,** U.S. Department of Interior. Responsible for the welfare of American Indians and Alaska Natives.

AFN — **Alaska Federation of Natives,** organized in the 1960's under Regional organizations and village councils to secure equitable land settlements for all Alaska Natives.

CETA — SEC. 302 (c) (2): Off-reservation Indian and Native American employment and training programs under the **Comprehensive Employment & Training Act,** (P.L. 95-524).

HEW — U.S. Department of **Health, Education and Welfare** changed under the Carter Administration to (HHS) Health and Human Services.

HHS — U.S. Department of **Health and Human Services.**

OINAP	**Office of Indian and Native American Programs,** responsible for the Employment and Training Administration, U.S. Department of Labor. Administration of Indian and Native American employment and training progams under CETA.
IEP	**Indian Education Program,** U.S. Department of Education, Administers grants under Title IV, Parts A, B, and C of the Indian Education Act.
IHS	**Indian Health Services,** Health Services Administration, U.S. Department of Health and Human Services. Responsible for the health care of American Indians and Alaska Natives.
UHP	**Urban Health Programs,** Indian Community Development Division, Indian Health and Human Services. U.S. Department of Health and Human Services.
NIAAA	**National Institute on Alcohol Abuse and Alcoholism,** Public Health Services, U.S. Department of Health and Human Services. Provides grants to operate Indian Alcoholism Programs.
EDA	**Economic Development Administration,** U.S. Department of Commerce.
HUD	U.S. Department **of Housing and Urban Development.**
DOI	U.S. **Department of Interior.**
ONAP	**Office of Native American Programs,** former title of the current Administration for Native Americans office.

Acculturation	Modifications in a primitive culture resulting from contact.
Alaska Native	Eskimos, Aleuts, and Indians who are indigenous to Alaska and Aleutian Islands.
Assimilation	The absorption into the cultural tradition of a population or group.
Community Based Organization	A private non-profit organization which is representative of the American Indian and Alaska Native communities, and provides employment and training services or activities.
Federal Reservation	Refers to lands, as identified by the Bureau of Indian Affairs, which have been set aside for use and occupation of a tribe or tribes of Indians, including land for which the United States is trustee and non-trust land under tribal jurisdiction.
Indian Preference	Section 12 of the Indian Reorganization Act of 1934, extends preference to qualified persons of at least one-fourth degree or more Indian blood for employment in the Bureau of Indian Affairs.
Indian Self-Determination	Initiated by President Nixon and carried out by successive administrations, the self-determination policy allows Indian communities to design and control their own programs under contracts with the federal government in correcting the socio-economic conditions.
National Community Based Organization	A corporate entity which provides information, training, technical assistance and advocacy for its affiliates.

Pluralism	A state of society in which members of diverse ethnic, racial, religious, or social groups maintain an autonomous participation in and development of their traditional culture or specific interests within the confines of a common civilization.
Relocation Program	An effort by the Bureau of Indian Affairs in 1950-60's to reduce overcrowding on reservations and assimilate Indians by establishing job placement programs in cities, and relocating Indians to the cities.
State Reservation	Refers to an Indian reservation recognized as such by the State in which it is located.
Urban Indian	An American Indian or Alaska Native who has left the reservation and resides in an urban area.
Urban Indian Organization	Non-profit community based organization formed by American Indian and Alaska Native people in cities to address the social, cultural, educational, economic, and health needs of off-reservation American Indians and Alaska Natives.
Urbanization	Quality or state of being or becoming urbanized.

TOTAL AMERICAN INDIAN, ESKIMO AND ALEUT POPULATION:*	1,418,195
TOTAL INDIAN POPULATION RESIDING ON THE RESERVATION:**	681,213
OFF-RESERVATION AMERICAN INDIAN AND ALASKA NATIVE POPULATION:	736,982

* *"1980 Census of Population and Housing: United States Summary", U.S. Department of Commerce, Bureau of the Census. April, 1981.*

** *"Local Estimate of Resident Indian Population and Labor Force", U.S. Department of the Interior, Bureau of Indian Affairs. April, 1979.*

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OFF RESERVATION AMERICAN INDIAN AND ALASKA NATIVE POPULATION IN SELECTED MAJOR URBAN AREAS

URBAN AREA	1980 Totals American Indian, Eskimo & Aleut
1. Albuquerque, NM	20,788
2. Anchorage, AK	8,901
3. Atlanta, GA	422
4. Atmore, AL	270
5. Bakersfield, CA	1,355
6. Baltimore, MD	2,108
7. Baton Rouge, LA	288
8. Billings, MT	2,268
9. Bismarck, ND	649
10. Boise, ID	539
11. Boston, MA	2,800
12. Buffalo, NY	2,383
13. Butte, MT	537
14. Charlotte, NC	1,039
15. Chicago, IL	6,072
16. Dallas-Ft. Worth, TX	11,225
17. Denver, CO	9,177
18. Detroit, MI	12,483
19. Duluth, MN	1,344
20. Eugene, OR	850
21. Eureka, CA	960
22. Fairbanks, AK	1,596
23. Farmington, NM	2,626
24. Fayetteville, NC	3,660
25. Flagstaff, AZ	2,299
26. Flint, MI	971
27. Fresno, CA	2,097
28. Gallup, NM	3,557
29. Garden Grove, CA	1,050
30. Grand Rapids, MI	1,260

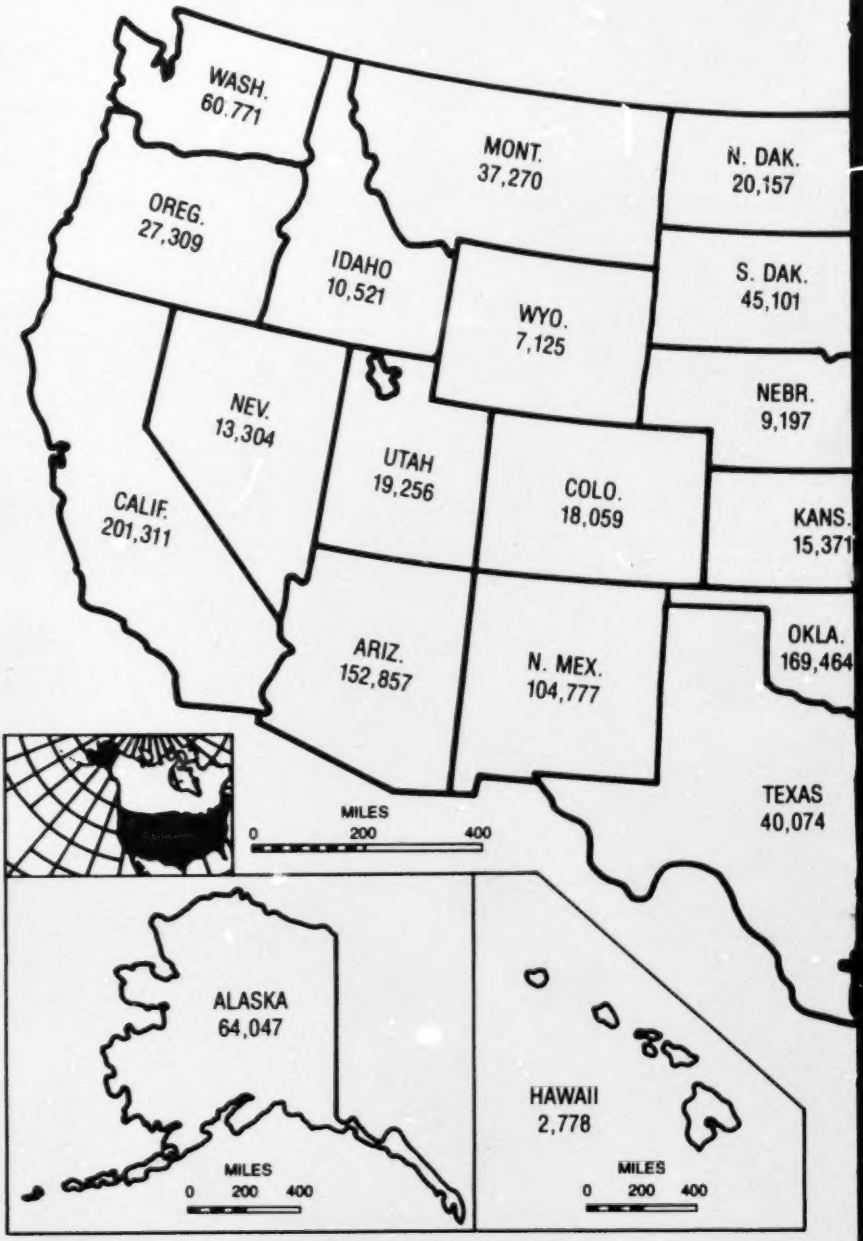
OFF RESERVATION AMERICAN INDIAN AND ALASKA NATIVE POPULATION IN SELECTED MAJOR URBAN AREAS

URBAN AREA	1980 Totals American Indian, Eskimo & Aleut
31. Great Falls, MT	2,670
32. Green Bay, WI	1,346
33. Greensboro, NC	768
34. Havre, MT	590
35. Helena, MT	392
36. Honolulu, HI	2,182
37. Juneau, AK	2,190
38. Kansas City, MO	1,622
39. Klamath Falls, OR	517
40. Kotzebue, AK	1,574
41. Lansing, MI	971
42. Las Vegas, NV	1,050
43. Lawton, OK	2,438
44. Lincoln, NE	922
45. Little Rock, AR	389
46. Los Angeles-Long Beach, CA	48,158
47. Meridan, CT	500
48. Milwaukee, WI	6,534
49. Minneapolis-St. Paul, MN	15,875
50. Missoula, MT	521
51. Nashville, TN	529
52. New York City, NY	13,136
53. Niagara Falls, NY	887
54. Oklahoma City, OK	24,752
55. Omaha, NE	1,792
56. Pembroke, NC	1,781
57. Philadelphia, PA	3,500
58. Phoenix, AZ	22,900
59. Pierre, SD	672
60. Portland, OR	7,305

OFF RESERVATION AMERICAN INDIAN AND ALASKA NATIVE POPULATION IN SELECTED MAJOR URBAN AREAS

URBAN AREA	1980 Totals American Indian, Eskimo & Aleut
61. Providence, RI	1,529
62. Raleigh, NC	283
63. Rapid City, SD	3,922
64. Riverside-San Bernadino-Ontario, CA	17,265
65. Sacramento, CA	11,164
66. Saginaw, MI	399
67. Salt Lake City, UT	2,116
68. San Diego, CA	14,616
69. San Francisco-Oakland, CA	18,139
70. San Jose, CA	4,826
71. Santa Rosa, CA	1,117
72. Seattle-Everett, WA	16,578
73. Sioux City, IA	1,135
74. Spokane, WA	2,694
75. St. Louis, MO	642
76. Syracuse, NY	1,722
77. Tacoma, WA	2,895
78. Tallahassee, FL	134
79. Topeka, KS	1,214
80. Tucson, AZ	14,927
81. Tulsa, OK	38,498
82. Warren, MI	498
83. Washington, D.C.	1,031
84. Wichita, KS	2,579
85. Yakima, WA	791

NOTE: This does not include off-reservation rural areas.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OKLA.
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ALASKA
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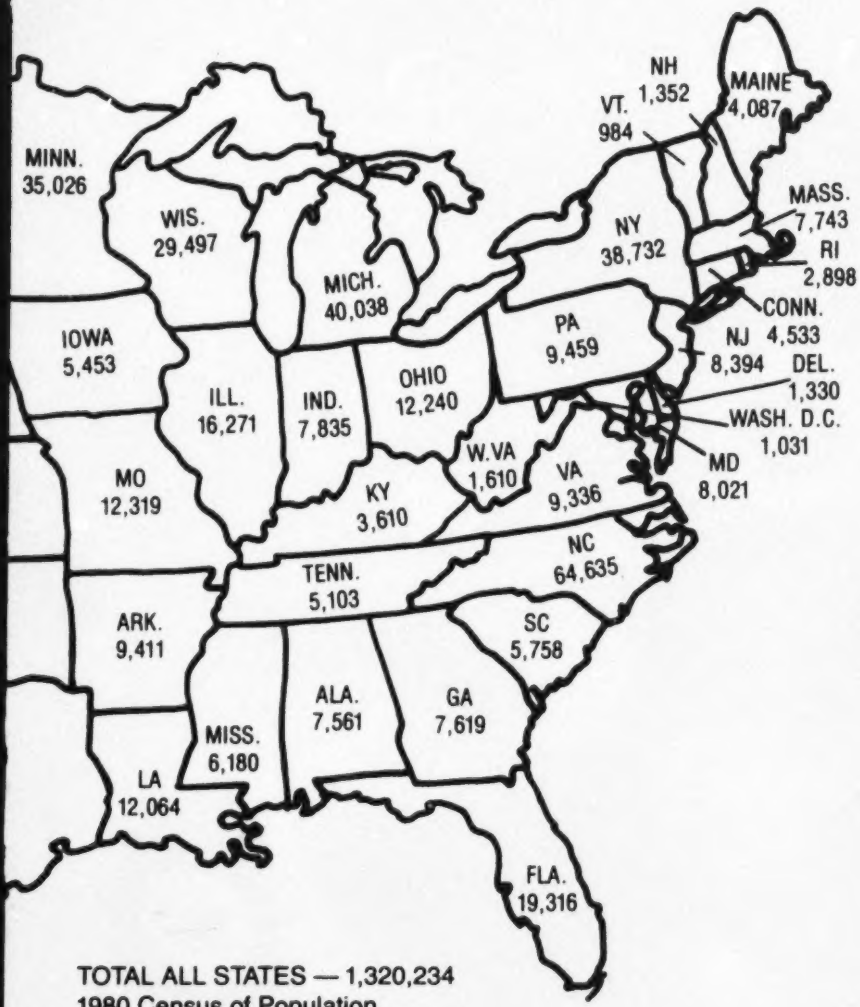
AMERICAN INDIAN, ESKIMO & ALEUT POPULATION OF THE UNITED STATES, 1980



TOTAL ALL STATES — 1,320,234
1980 Census of Population,
Provisional Counts, PL 94-171

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